



## BSS Advisory Committee – Confirmed Notes

### BSSAC #68, 2 JUNE 2009, BW OFFICES, HATTON

#### Present:

Chair  
RYA2 Yacht Clubs and Users  
AWCC  
TBA  
IIMS  
RBOA  
ABSE  
NABO  
BW  
IWA  
BMF2 – River-based Commercial Interests  
BMF3 - Canal-based Commercial Interests  
BSSTC Chair  
AINA

#### Co-opted & Others:

BSS Manager  
BSS Quality & Technical Manager

#### Apologies:

YDSA  
EA

#### Not Present:

RYA1 Executive Interests  
MCA  
Broads Authority  
IMarEST - **Vacant**  
BMF1 - Executive Interests – **Vacant**

**68.1 Apologies** – Apologies were noted as listed above. The YDSA rep's efforts to attend in the face of extreme traffic troubles were acknowledged.

68.1.1 The following matters were addressed after agenda item 3 –

Constitutional matters - Ratification of the Chair– In line with the annual review process, the position of David Dare as BSSAC Chair was unanimously ratified for a further year.

68.1.2 Constitutional matters – Membership list – In line with the annual review process, the membership list of the BSSAC was unanimously agreed for a further year.

**68.2 Accuracy of the notes of BSSAC meeting #67** – Accuracy was agreed subject to:

68.2.1 *[67.9.3] – 2009 Risk management actions* - The RBOA rep commented that at 5.1 the securing of hatches should not restrict egress from inside the craft.

#### **Matters arising from the notes of BSSAC meeting #67 [Not covered on the agenda]**

68.2.2 *[67.1.1]* - Members expressed appreciation for the provision of meeting name/organisation boards and the added emphasis in the supporting documents to the agenda item. .

68.2.3 *[67.2.8]* – Members agreed that the agreement at the last meeting that contributions towards committee dealings should represent the views of respective organisations, or otherwise it should be made clear that personal contributions are exactly that, can be added to the BSSAC Membership Code. Once again it was made clear that this was not attempting to specify how the organisations determined their position.

PR

68.2.4 *[67.3.1] – BSSMC Notes* – at the last meeting it was reported that not all members had received the BSSMC notes and an additional two weeks was provided for comment. The BSS Manager confirmed that no comments were received and so the item can be closed.

68.2.5 [67.9.3] – 2009 Risk management actions – The AWCC rep reported an incident on a boat at Paddington involving the ignition of aerosol propellant gas leading to hospital treatment for one person. This information is provided for adding to data and further assessment.

### 68.3 To note decisions and actions arising from the last BSSMC meeting #64

68.3.1 The Chair referred to the *Confirmed BSSMC notes* [Doc J2, BSSMC #64].

[64.6.2] Members favourably acknowledged the BSS Office change of heart, and the current commitment to publish technical updates on the re-vamped website.

68.3.2 [64.7.1] The BMF3 rep questioned the impact of the agreed loss for last year as measured against income. The BSS Quality and Technical Manager said that the loss at around 3% of income was seen as acceptable and would be paid back in this financial year without any planned cost increase for examiners or boat owners.

During the discussion a reference was made to the end, in March 2010, of the three year freeze on BSS Certificate prices. The BSS Quality and Technical Manager said that any intention to raise certificate prices would be with BSSMC in time for their December meeting.

68.3.3 [64.8.2] Members favourably acknowledged the BSSMC making available the draft revised MOU in support of the following BSSAC agenda item.

### 68.3.4 Published information supporting the purpose and approach of the BSS

68.3.5 *Support papers –*

- *Published information supporting the BSS purpose [Doc J1 BSSAC #68]*
- *Consultation Sections Combined 2004 BSSAC [Doc J2 BSSAC #68]*
- *V6 Draft Revised EA BW MOU Sep 07 BSSAC [Doc J3 BSSAC #68]*
- *Original BW EA MoU re BSS 1995 BSSAC [Doc J4 BSSAC #68]*

68.3.6 *Context – at the previous BSSAC meetings it was agreed that there was a lack of a common understanding of the purpose and approach of the BSS and that existing publications touching on general terms of reference did not succinctly explain this. The lack of a published reference left open to question the adoption of qualities such as risk-based, proportionate and independent. It also blurred the edges of the scope of BSS activity for example when covering first versus third party issues (including between private owners and hirers) or fire versus craft structure issues, accidental versus deliberate fire setting, or mandatory requirements versus advice checks. The BSSAC challenge is to develop recommendations to BSSMC.*

68.3.7 The Chair introduced the item by saying that BSSMC fully supported the BSSAC work item. He referred to the support documents and asked if members had been surprised by the content. Three comments were recorded:

- The TBA rep referred to doc J3 and said reference to the '...non-polluting use of boats', was not achievable.
- The BW rep questioned the scope of BSS participation, was it for AINA members or could/should the high level document be available to other interested bodies? The BSSTC Chair questioned the inclusion of 'harbour authorities' throughout the documents, however it was explained that several harbour authorities have adopted the Scheme.

- 68.3.8 The Chair went on to ask if the draft revised MOU [Doc J3] was considered sufficiently well structured and advanced to work with. Members agreed that it could be worked with.
- The BSS Manager outlined each of the three supporting documents, favouring the 2004 consultation document [Doc J2 BSSAC #68]. The Chair said that the task will draw on the three documents so that the BSS Office can start to develop a first draft. The aim is to have a draft set of documents to recommend to BSSMC by April 2010.
- In answer to a question from the IIMS rep the Chair said that the guiding principles should be included with the set of documents produced.
- The NABO rep suggested that the terms of reference of the various committees and the BSS Office would likely be affected by this work and it was agreed to review these at an appropriate juncture once the BSSMC had agreed on a set of documents.
- 68.3.9 The Chair referred members to the first page of Doc J3 with a view to extracting what if anything is missing from the high level statements and to receive member's perception of the terminology used. The following comments were recorded:
- Para 1 – it was considered that the phrase '*... promote the safe use of boats and their equipment..*' was open to wide interpretation. It was agreed to adopt the term '*condition and use*'.
- Para 1 – it was considered that the para could be read in the context of solely protecting Navigation Authority interests. It was agreed to add a statement along the lines that *the aim is also to make every visit to the waterways a pleasant experience for all*.
- Para 2 – it was suggested to add a sentence along the lines that participating in the BSS is AINA policy and that it is open to non-AINA authorities including Harbour Authorities to join.
- Para 3 - it is suggested to remove the history of the Scheme.
- Para 4, 1<sup>st</sup> bullet – it was suggested to replace '*audit*' with '*assess and certify against agreed Navigation Authority requirements*'. It was suggested to have a note somewhere that these are generally referred to as the BSS requirements.
- Para 4, 2<sup>nd</sup> bullet – it was suggested to end the sentence after '*...requirements*'.
- Para 4, 3<sup>rd</sup> bullet – it was suggested to amalgamate this bullet with the 2<sup>nd</sup> bullet and the Chair challenged members to provide comment to the BSS Office by the end of July on what they consider the BSS sets out to do for the public.
- Para 4, 3<sup>rd</sup> bullet – no comments were invited concerning the 'non-polluting' use aims in view of the debate to be had later on the agenda.
- Para 4, last bullet – it was suggested to add '*... to an agreed business plan*', at an appropriate place.
- Para 5 – the same comments as per para one were recorded.
- Last paragraph - it is suggested to remove this paragraph and if retained, to remove reference to '*primary and secondary customers*'.
- 68.3.10 The Chair requested that any comments on the high level approach covered in first page of Doc J3 and any identified shortfall of approach in the three support documents as a whole, should be forwarded to the BSS Office by the end of July All
- 68.3.11 It was agreed that the BSS Office would take account of comments received and produce in time for the next meeting a) a replacement for first page of Doc J3, and b) a forward looking document yet to be given a name that will set out the working principles of the Scheme. BSS  
Manager
- 68.4 Annual review - Procedure for the investigation of alleged breaches of the CoC BSSQA006**
- 68.4.1 *Support papers –*
- *Annual Review BSSQA006 [Doc K1 BSSAC #68]*
  - *BSSQA006 Rev 4 2008 inc Rev 5 CoC [Doc K2 BSSAC #68]*

- 68.4.2 *Context – BSSAC have an annual task to review procedure BSSQA006*
- 68.4.3 It was agreed to defer this task to the next meeting in view of the fact that the BSS Manager is scheduled to meet representatives of the ABSE Executive on this subject later this month. Observer members of BSSAC were invited to attend this meeting. BSS Secretariat
- 68.5 Environmental awareness and the role of the BSS?**
- 68.5.1 *Support paper - BSSAC - the BSS and environmental awareness [Doc C1, BSSAC #67]*
- 68.5.2 *Context – Doc C1 BSSAC #67 was sent to user group members of BSSAC on 30 January to help the Chair gauge their views on any environmental awareness role for the BSS.*
- 68.5.3 The Chair reported that three of the six national user groups represented on BSSAC had responded to the request for a view on whether or not targeted environmental awareness should be communicated to boat owners during BSS examinations. The remaining three organisations were able to report responses at the meeting.
- Two of the six organisations strongly agreed with the concept and four strongly disagreed. This gauging of the views of the national user groups on this subject will be reported to BSSMC. BSSAC Chair +BSS Secretariat
- 68.6 Update on publishing how the BSS handle complaints**
- 68.6.1 *Support paper – one was planned but not prepared in time*
- 68.6.2 *Context – the BSS Office has developed a flow diagram illustrating how the various types of formal complaint can be taken forward. This is intended to guide the production of a simple web page guiding customers how to take forward complaints and what procedural steps to anticipate.*
- 68.6.3 It was agreed to defer this task to the next meeting in view of the fact that the BSS Office support paper was not produced and to allow priority agenda items to given adequate time. BSS Secretariat
- 68.7 Solid fuel stove fire and CO incidents, the Draft Code of practice for the installation of solid fuel fired heating and cooking appliances in recreational craft and assessing any need for new Navigation Authority requirements or other BSS activity.**
- 68.7.1 *Support papers –*
- *Draft for public comment (DPC) version of the code provided earlier*
  - *SFS Incidents and Code Assessment [Doc D1 BSSAC #68]*
  - *Information Drawn from BSS SFS Incident Reports [Doc D2, BSSAC #68]*
- 68.7.2 *Context – The task of members is to provide initial guidance supporting a framework for assessing the potential impact of the code, including on any need for new Navigation Authority requirements in relation to the known causes of solid fuel stove fires and CO incidents.*
- 68.7.3 The BSS Manager referred to the support documents and to the fact that the BSSTC had presented a view as to how the item can be progressed. Members agreed with the suggested way forward as outlined at section 4, Doc D1, BSSAC #68, namely:
- The BSS Office will draw out the key facts from the incident data.
  - The BSS Office will draw from the published version of the BSI code the key impacts and overlay these against the incident data and the existing BSS requirements.
  - The BSS Office will continue to seek BSSAC endorsement for its user-focused solid fuel stove safety messages.
  - The outcomes will be presented in a report to BSSTC and BSSAC in advance of their respective November meetings. This is dependent upon the date of the availability of the final version of the Code.
- BSS Office

68.7.4 The BSSTC Chair considered the issue as not a big one and the BSS Manager asked members to consider if the reduction in numbers of solid fuel stove incidents could be put down to a greater level of risk awareness caused by the ongoing coverage in magazines and internet chat-groups. He asked members to consider if they thought this level of current interest could be sustained and if not, what would be the impact on incident numbers. He also challenged members to identify any shortfall of the BSS's published user-focused solid fuel stove safety messages.

All

## **68.8 Efficiency - Update on the progress of the BSS IT project**

68.8.1 *Support paper - Efficiency - Update on the progress of the BSS IT project - [Doc C1, BSSAC #68]*

68.8.2 *Context – standing item – a report by the BSS Quality and Technical Manager*

68.8.3 The BSS Quality and Technical Manager referred to the report provided in advance of the meeting. He said that the next development will see the website updates launched in August, including the BSS Committee Members website.

The Chair asked the practitioner members about the introduction of the administration facility part of BSS examiner website supporting registration and materials ordering. The ABSE rep reported 'so far so good', the IIMS rep said there were quirks but overall the facility is OK and the BMF3 rep said that it is not as good as Amazon but works well.

68.8.4 In response to a request from the BSS Manager for members to comment upon the stated principles and benefits of using hand-held devices outlined in Doc C1, a protracted debate took place and the following comments were recorded:

- the user group representatives were very keen that some form of written record of the successful passing the examination is retained;
- there was a general desire from the practitioner reps that the use of hand-held devices be optional to the use of home PCs, reflecting the examiner work practices and allowing flexibility;
- the AINA re described a recent experience of introducing laptops to field staff on the Broads and raised the following issues requiring careful consideration, cost, reliability, susceptibility to damage, fallback position if equipment goes wrong, availability of spare units, compatibility and cost of printer facility;
- the practitioner reps had a number of comments concerning the practicalities of using hand-helds, namely; the likely reluctance of low-volume examiners to use them, potential issues with battery charge and battery maintenance for low volume users, the 'filthy finger' environment won't suit small keyboard use and for those examiners who wear spectacles for screen work the inconvenience of constantly putting on and taking off the spectacles;
- the RYA2 rep relayed his experience as an MOT tester and said that hand held devices slowed down the test procedure and that he had never spoken to an MOT tester who is supportive of their use;
- the IIMS rep said that the argument to support online licensing was not strong because the combination of the examiners PIN number and the certificate number supplied by the owner is in itself compelling evidence of a valid certificate issue;
- the TBA rep said that he supported technological advance so long as the cost benefits point the way forward.

The BSS Manager thanked members for the comments and said that they will be taken into account when developing this aspect of the IT project.

PR

## **68.9 Report from BSSTC Chair**

68.9.1 *Support paper - Report from BSSTC Chair [Doc G1, BSSAC #68]*

68.9.2 *Context – standing item – a report of BSSTC*

68.9.3 The BSSTC Chair highlighted the key points from Doc G1, BSSAC #68. Specific comments were made concerning the length of time the issues such as FSDs and exhaust lagging were taking to resolve and why the coverage at BSSTC was so complex. In general however members were content to await the outcomes when they come to BSSAC.

68.9.4 The NABO rep asked about the revision to the check of gas cylinder locker condition which is due to return to BSSAC for sign off. The BSS Manager reported that this was due soon and was subject to input from a group of examiners.

## **69.10 BSS Quality Management Report**

69.10.1 *Support papers - BSS Quality Management Annual Report [Doc E1, BSSAC #68]*

69.10.2 *Context – standing item*

69.10.3 Members had the following additional comments concerning Doc E1, BSSAC #68.

Page 1 - The TBA rep asked why it was anticipated that 2000 more certificates would be sold this year compared to last year. The BSS Quality and Technical Manager said this is due to cyclical variations; however the impact of the recession cannot be fully predicted.

Page The TBA questioned why under the heading Field Assessments the target is to reduce first time failure rates to fewer than 15%. The BSS Quality and Technical Manager agreed that there is a missing '*Risk information from analysing examination report forms*' sub-heading in the document.

## **68.11 Report from the BSS Manager**

68.11.1 *Supporting Documents:*

- *Report of incidents to date 2009 [Doc I1, BSSAC #68]*
- *CO project update [Doc F1, BSSAC #68]*

68.11.2 *Context – standing item – a report of BSS activity by the BSS Manager*

68.11.3 The BSS Manager reported on the following matters that have occurred since the last meeting:

- user representatives confirmed they had received BSSMC User Group Rep details
- the portable gas stove media release was promoted for use in member organisations in-house publications
- the email advising of the BW re-organisation and re-positioning was referred to with the BSS now sitting within the Operations directorate rather than the Technical directorate. At present there is no threat to the BSS staffing levels which are planned to reduce anyway.
- members agreed they would like a copy of the Ministerial support from the fire minister for Boat Fire Safety Week and the BSS awareness generally.
- it was reported that BSS staffing levels are unexpectedly reduced following the decision of the BSS Special Project Co-ordinator not to continue working for health reasons. He was employed on a casual 2-days per week basis it was reported that his leaving will have a significant impact on the BSS operation especially concerning the handling of formal complaints against BSS examiners. The aim is to manage his absence without incurring additional cost, but for this to be achieved certain activities may have to be curtailed. The BSS Manager said that any curtailment will be made known to BSSAC.

BSS  
Secretariat

68.11.4 The BSS Manager referred to the Report of incidents to date 2009 [Doc I1, BSSAC #68]. No comments were received on this document.

68.11.5 He further reported that since the issue of the report there had been three boats fires during May all involving older petrol-engined boats. This he said these events had added emphasis to the planned review of the BSS petrol safety awareness information that had started.

The BSS Manager presented a brief PowerPoint presentation outlining the data relevant to petrol boat incidents recorded over the past 5 years and from which the following very general points are extracted:

- 28 incidents of fire and explosion in 5 years
- 25 people received hospital treatment, plus;
- 7 incidents of CO poisoning in 5 years (5 fatalities)

Of the 28 fires and explosions:

- 8 had just been refuelled
- 5 were being refuelled
- 3 were being worked on

68.11.5 cont/ Of the 28 fires and explosions:

- 8 were described as having petrol leaks
- 3 were described as 'engine room' fires.

Supposed causes:

- Pre and post refuelling discipline
  - Not closing down the boat*
  - Not opening hatches and doors afterwards to ventilate*
- Pre and continued refuelling discipline
  - Not turning off sources of ignition*
- Creating new sources of ignition – e.g. putting kettle on
- Not checking systems condition routinely
- Not having suitable systems for petrol
- Not being safety aware when working on petrol systems

68.11.6 The BSS Manager referred to the update on the CO project [*Doc F1, BSSAC #68*] and was confident that the initiative involving testing and other research would provide a much greater understanding about the nature of the CO risk to boaters. He said it would also influence the development of European CO alarm manufacturing standards and that would for the first time provide a high level of confidence in CO alarm equipment in boats.

The BSSTC Chair questioned the use in the report of emotive terms such as '*significant*' or '*very significant*'. The TBA rep said that such terms are fine to provide emphasis to BSSAC members. The BSS Manager said that considering that on average there had been 2 CO boater deaths per year for the past 10 years this was indeed very significant in terms of the total number of boater deaths. However with reference to the TBA reps comments, he was sure that members can judge the appropriateness of such terms in reports and support the priority afforded by any associated BSS activity accordingly. He agreed to provide a measure of the significance to support such terms in future reports.

## **68.12 BSSAC Observer for the BSSMC meeting**

68.12.1 It was confirmed that the next BSSMC meeting #65 is to run by way of emailed reports including one from the BSSAC Chair. As such no BSSAC observer is necessary.

## **68.13 Dates of next BSSAC meetings**

68.13.1 The dates are confirmed as 8 September, and 24 November. All dates are Tuesdays and all meetings are at BW Offices, Hatton commencing at 10.00.

**68.14 Any other business [AOB]**

68.14.1 At this point in the proceedings the Chair left the meeting. The BSSTC Chair stepped in as temporary Chair of BSSAC.

68.14.2 The ABSE rep raised the matter of the 'scope' of the BSS as currently published within BSS documentation and in particular concerning open boats powered solely by outboard motors and the boundary between those requiring a BSS Certificate and those where owner self-certification may reasonably be relied upon by Navigation Authorities in support of their licensing conditions. The BSS Manager reported that this issue concerning the scope was to be subject to an initial review by relevant Navigation Authority officers.

BSS  
Manager

68.14.3 The NABO rep asked if there was any progress in developing the BSS risk model. He referred to the support paper presented at the last meeting. [*Doc G1 BSS risk model - planned progress BSSAC #67*]. The BSS Manager said that because the initiative is with a contractor, the pace of development is dependent upon available budget resource which is currently stretched. He hoped to provide the draft documents supporting the next stage of risk model development before the end of the March 2010.